

TOUGHER TEXTS

Although advised by educators that they have a central role to play in the effort to upgrade schools, publishers say they are leery of making textbooks more academically rigorous until market research confirms that teachers will use them in their classrooms.

See Page 8.

HIGHER STANDARDS

Idaho, Massachusetts, Rhode Island, and Wyoming are acting on school-reform proposals, including such staples as programs to motivate and reward better teaching, tighten graduation requirements, and re-emphasize core academic subjects.

See Pages 5 and 6.

BETTER SCHOOLS

After more than two decades of study, John Goodlad urges basic changes in American schools, but he is fearful that the present "reform movement" may fail because it is seeking "quick fixes."

See Page 12.



EDUCATION WEEK

American Education's Newspaper of Record

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Teacher Retirement Plans Reportedly in Jeopardy

'Underfunded' Systems Prone to Manipulation

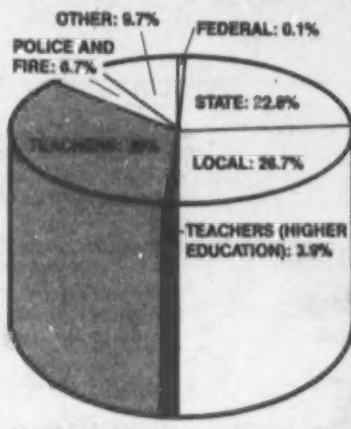
By Sheppard Ransom

WASHINGTON—Presented with a report charging that public pension funds are "dangerously underfunded" and subject to "political manipulation," two House subcommittees heard testimony last week on the merits of proposed legislation that proponents say would be "a first step" toward stabilizing the nation's retirement systems for public employees.

The report, "Dollars and Sense: The Case for State and Local Pension Reform," was prepared for the American Federation of State, County, and Municipal Employees by Thomas C. Woodruff, a former executive director of the President's Commission on Pension Policy during the Carter Administration.

There are now some 6,630 state and local public-employee pension plans that affect 4 million teachers and 9 million other civil servants who are either working or retired, according to the AFSCME report. But the management of the plans—which have

Public Employees Covered by State and Local Pension Plans



some \$260 billion in assets—is fraught with "conflicts of interest, unprofessional portfolio management, and political manipulation," the report charges. The document was released last week by AFSCME officials during a joint hearing of the House Ways and Means Subcommittee on Oversight and the Education and Labor Subcommittee on Labor-Management Relations.

About 70 percent of the 13 million participants in public pension plans are en-

rolled in the 100 largest plans, according to the report. About 30 percent of participants are teachers.

Labor-union leaders and researchers testified in favor of adopting the Public Employee Pension Plan Reporting and Accountability Act (PEPPRA), which would establish a federal standard for state and local public retirement systems that would guarantee that workers could receive information about benefits and the financial condition of their pension system.

Under the legislation, which was reported out of the House Education and Labor Committee last year, workers and retired persons would receive, as a matter of course, information about their benefits and the investment of pension funds as well as reports on the actuarial condition of the programs. Other provisions in one of the bills would establish fiduciary standards and enforcement procedures. In all cases, states would be granted an exemption from

Continued on Page 17

Holiday Publishing Schedule

Education Week will not publish on Nov. 30. The regular publishing schedule will resume with Issue Number 13, dated Dec. 8.

Senate Defeats Tax-Credit Bill By 21 Votes

Proponents Are Ready To Rethink Strategy

By Tom Mirga

WASHINGTON—Proponents of federal tuition tax-credit legislation said they would re-evaluate their strategy and tactics in light of the Senate's surprisingly strong rejection of such a measure last week.

Senators voted 59-38 last Wednesday to table a tax-credit rider to H.J. Res. 290, a previously obscure bill dealing with tariffs on items that will be brought into the country for the upcoming summer Olympic Games.

Lobbyists both for and against the tax-credit measure, which would have provided parents with children in private schools with a maximum credit of \$300 per child by 1985, had predicted a much closer vote on the motion to kill the amendment. Opponents of the measure previously reported that only 51 senators—the minimum number necessary to defeat the amendment—had indicated they would vote to table a rider if one ever emerged. (See Education Week, Nov. 16, 1983.)

Continued on Page 18

Raises, Back Pay Likely in Wash. Pay-Equity Case

By Anne Bridgman

The federal judge who is presiding over a major wage-discrimination suit involving public employees in Washington State indicated last week that he would award both back pay and substantial pay increases to more than 14,000 women employees of the state.

The suit—brought against the state by the Washington Federation of State Employees and the American Federation of State, County, and Municipal Employees (AFSCME) Council 28 of A.F.L.-C.I.O. under Title VII of the Civil Rights Act of 1964—charged that the women were paid significantly lower wages than male colleagues in jobs requiring essentially the same kinds of skills. In September, U.S. District Judge Jack E. Tanner ruled in favor of the plaintiffs.

The case, *Washington Federation of State Employees—A.F.L.-C.I.O.—American Federation of State, County, and Municipal Employees*, is being followed closely by other similar cases in various states.

Continued on Page 15

Reform Efforts Spur Debate on Role of Extracurricular Activities

By Anne Bridgman

Matt Calvert is a 17-year-old senior at Moscow High School in Moscow, Idaho. Almost every day during lunch period, when his school schedules meetings of "co-curricular" activities (those related to the academic curriculum) and extracurricular activities, Matt meets with either the honor society, of which he is president, the political-science club, or the student council.

When meetings of the Model United Nations or the Youth Legislature are held in other cities—and sometimes other states—he misses days of school.

In the spring, golf practice takes up his after-school time; when matches are scheduled, he often misses the last two class periods of the day, twice a week. Last semester, Matt estimates, he missed his last-period class in math analysis about 17 days.

And although he recently decided not to attend an activity-related convention because he thought he would miss too much

school, Matt says he strongly believes the decision as to how to spend his time should be his, not the state's. After all, he argues, he is able to keep up with the work he misses; Matt has a 4.0 grade-point average and is a semi-finalist in the National Merit Scholarship program.

But the decision about what class time Matt and other Idaho students may miss for other activities has been taken out of their hands nonetheless. The Idaho Board of Education last month approved a rule that requires students to attend at least 90 percent of scheduled classes and specifies that they will be counted as absent if they are out of class for an extracurricular activity.

Similar absenteeism policies are under consideration or in effect in a growing number of states. And some school districts are experimenting with variations, such as penalizing students who miss classes by curtailing their participation in extracurriculars. In Minneapolis, for example, students

Continued on Page 16

BARBARA HADLEY



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IN SUMMARY

First Step to Excellence

Representatives of study groups agree that the first task for schools is to establish clear goals. **Story on Page 8.**

A Reconsideration of LOGO

Research findings suggest that programming with LOGO may not alone help develop thinking skills in children. **Story on Page 10.**

Reading Scores in Cleveland

For the first time, black students have made measurable progress toward "parity" with whites in reading tests. **Story on Page 10.**

A Debate in Texas

Creationists and evolutionists argue over how the origins of man should be presented in biology textbooks. **Story on Page 11.**

Supply on Demand

A nonprofit organization collects some \$40 million worth of industrial surplus and distributes it to member schools. **Story on Page 11.**

A Compromise on Civil Rights

The Congress and the President have agreed on changes in the U. S. Commission on Civil Rights. **Story on Page 13.**

Things Go Better With . . .

Federal judges have limited a ban on selling soft drinks on school premises. **Story on Page 14.**

Exemplary Schools

The U. S. Education Department is funding a program to identify and honor 50 "outstanding" private schools. **Story on Page 14.**

A 'Much-Needed Contribution'

An N.I.E. researcher has developed a School Price Index to measure annual changes in public-school expenses. **Story on Page 14.**

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THE WEEK

A SUMMARY OF NEWS AND EVENTS

NATIONAL

1983 Enrollments Increase Slightly, College Survey Says

Although the pool of high-school graduates is dwindling, the nation's public and private colleges and universities reported a 1.1-percent enrollment increase this year.

The growth is primarily due to an increase in part-time enrollment in the nation's community, technical, and junior colleges, according to the preliminary results of a national survey by the Association Council for Policy Analysis and Research, a

coalition of eight Washington-based higher-education groups conducting research and analysis in post-secondary education.

Independent two-year colleges this year reported a 4.8-percent enrollment increase, thanks primarily to an increase of 9.8 percent in the number of students attending part-time.

Overall enrollment at public two-year colleges, which experienced a 4.6 percent increase in part-time students, rose by 2.8 percent.

Proprietary schools—which operate for profit and offer training for technical and business careers—experienced an 8.8-percent increase in full-time enrollment, but a similar decline in part-time enrollment. The survey notes that this change "indicates the possibility of increased emphasis on job training and career

change" nationwide.

Enrollments at both public and private four-year institutions increased by the same rate—0.8 percent.

The number of students attending college for the first time remained steady, the study found, despite the decrease in the number of 18-year-olds. Last year, schools reported a decline of 3.3 percent in the enrollment of first-time freshmen; this year, the decline was 0.3 percent.

According to the survey, the number of first-time freshmen at four-year independent colleges increased 0.6 percent but declined at public four-year institutions by 3.6 percent.

At two-year private colleges, freshman enrollments increased by 3.5 percent; at two-year public institutions, freshman enrollments are up 1.8 percent above 1982 levels.

STATES

Georgia High Court Strikes Down Attendance Law

The Georgia Supreme Court has struck down the state's compulsory-attendance law, ruling that the law's failure to define the term "private school" renders it "impermissibly vague."

The case, *Roemhild v. State*, involved a couple in Stephens County who in 1981 decided to educate their children at home because of their religious convictions. The local school board took them to court, attempting to invoke the criminal sanctions of the compulsory-attendance law.

Under the law, children between the ages of 7 and 16 must attend a public or private school. Parents or guardians who fail to send their children to school may be fined \$100 or receive a 30-day jail sentence. The law does not, however, specify any limitations on what constitutes a private school, a spokesman for the Georgia Department of Education said.

The court struck down the law because it failed to provide "fair notice of the behavior which is required or prohibited," and because it delegated too much authority to local courts in determining what constituted a private school, according to the spokesman.

Last year, the state attempted to issue rules that would have required a private school, in order to be recognized as such, to enroll a minimum of 15 pupils, meet the state fire code, and employ at least one college graduate. The rule was shelved at the request of Gov. Joe Frank Harris, who asked that it first be studied by a commission.

The Georgia Board of Education has no plans to try to establish new guidelines, according to Eldon Basham, legal assistant to the state superintendent of education. Mr. Ba-

sham pointed out that since the statute under which they would have established a rule is now unconstitutional, he saw no means by which the board could do so.

The state legislature, which convenes in January, could pass a new attendance law, but Mr. Basham said state education officials had no way of knowing whether it will act.

Connecticut Panel Urges Improvement In Technology Use

The Joint Committee on Educational Technology, established earlier this year by the Connecticut Board of Education and the Board of Governors for Higher Education, has issued a set of recommendations designed to improve and better coordinate the uses of educational technology in the state.

The committee defined educational technology as "that aspect of education involved in enhancing human learning through the systematic identification, organization, utilization, and management of a full range of learning resources," according to Robert Hale, coordinator of the learning resources and technology unit for the state department of education.

Mr. Hale said the committee's recommendations address computer hardware and software needs, and also other kinds of technological delivery systems needed to assure that technologies can further the state's educational goals. He said the committee recommended that teacher-training programs be required to teach about computers and technology and that current teachers receive inservice training on the subjects.

In its examination of the schools' use of technology, the committee found that the state's 164 school districts had made some progress in establishing computer programs, but it noted that the state's public colleges and universities had done little to improve the computer literacy of students.

One of the major recommendations of the committee, according to Mr. Hale, is that the state board of education and the board of governors for higher education establish a statewide clearinghouse for information relating to educational technology. The clearinghouse would be supported by state funds and contributions from private foundations and businesses, he said.

Calif. Roundtable Publishes Booklet On Achievement

The California Roundtable, an organization whose members include 88 major corporations in the state with an active interest in educational reform, is distributing a booklet on education to more than 225,000 corporate employees.

The 17-page booklet, entitled "Improving Student Performance in California: A Guide to Community Involvement," is designed to help the employees become acquainted with their local schools and determine educational areas that need improvement.

The booklet lists publications that may be helpful in educating the employees about school issues and provides the names and addresses of agencies and business, community and professional associations with links to education.

The booklet also outlines the Roundtable's "action plan"—a plan that defines the skills business officials expect in entry-level employees, offers short-term assistance to schools in such matters as release time for employees to teach, and lends equipment to districts.

The Roundtable identified education as an "emerging issue" three years ago because of the members' concern about "the persistent unemployment problem, particularly among minority youth in urban centers; the difficulty companies have in locating qualified entry-level employees; and an increasingly technical job market, requiring employees who have mastered the basics in

N.I.E. Issues School Price Index To Measure Effects of Inflation

Called a 'Much-Needed' Tool for School Officials To Gauge Budgets' Buying Power

By Thomas Toch

WASHINGTON—The National Institute of Education has created an index to help elementary- and secondary-school educators measure inflation in school budgets.

Formulated by D. Kent Halstead, an N.I.E. researcher who created a similar index for higher education in 1975, the School Price Index measures the annual change in the level of a number of public-school costs, such as professional salaries, fringe benefits, library materials, textbooks, and "fixed" costs such as insurance.

Allen Odden, director of policy analysis at the Education Commission of the States, writes in the foreword to *Inflation Measures for Schools and Colleges*, an N.I.E. report that outlines the new index, that it "constitutes a much-needed contribution to K-12 education-finance analysis by enabling accurate comparisons over time on a sound dollar basis."

Mr. Halstead said last week that

the School Price Index will allow educators to gauge more accurately the purchasing power of their funds than they are able to do using the Consumer Price Index, which tracks price changes in many goods and services that are not relevant to school budgets.

He noted, for example, that during fiscal 1979 the inflation rate in the Consumer Price Index was 13.3 percent, while the School Price Index put inflation of school-related costs at 9 percent. "You are talking about differences of millions of dollars in school-system budgets," he said.

In the N.I.E. report, Mr. Halstead calculates the rate of change in school costs back to 1975.

81.7 Percent Increase

From 1975 to 1982, the prices paid by elementary and secondary schools for operating expenses (capital expenditures and debt service is not calculated in the index) increased 81.7 percent. In other words, for every \$100 spent on the cost of

running a school in 1975, \$181.70 was needed last year to buy the same goods and services.

The annual rate of inflation during that period, according to the new index, ranged from 6.8 percent to 12.2 percent. The compound annual rate of inflation was 8.9 percent. (See tables on this page.)

The index reveals that expenditures per pupil increased 8 percent between 1975 and 1981, from \$2,260 to \$2,441, in 1981 dollars. The \$181 per-pupil increase in "real" expenditures between 1976 and 1981 equaled, Mr. Halstead writes, an overall increase of \$6.8 billion in the amount of money public schools spent, relative to the number of students enrolled in school in each year.

Public-school attendance declined about 10 percent during that period. If attendance in public schools had not dropped between 1975 and 1981, Mr. Halstead notes, there would have been a decline in the inflation-adjusted amount of money spent per pupil.

The N.I.E. study also shows that the cost of some goods and services

increased far more than that of others.

Salaries for teachers, administrators, and other school employees increased only about 65 to 70 percent between 1975 and 1982, while the overall School Price Index was 81.7 percent.

However, the cost of contracted

services, supplies, and equipment increased 94 percent during the same period. The cost of fringe benefits for employees and utilities rose 179.7 percent and 184.6 percent, respectively.

Inflation Measures for Schools and Colleges is available from the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402.

Expenditures in Public Elementary and Secondary Schools Fiscal Years 1975-1981

Fiscal year	Public enrollment: K-12 average daily attendance (ADA)	Expenditures		Expenditures per ADA pupil		
		Actual dollars (\$000)	Constant dollars ¹ (\$000)	Actual dollars	Constant dollars	Constant dollar 1981 prices
1975	41,524,000	\$56,860,670	\$56,860,670	\$1,365	\$1,365	\$2,260
1976	41,274,000	62,054,105	57,140,059	1,503	1,384	2,291
1977	40,832,000	66,864,475	57,841,786	1,638	1,412	2,337
1978	40,079,000	73,058,023	58,965,313	1,823	1,471	2,434
1979	39,076,000	78,951,240	58,352,727	2,020	1,483	2,469
1980	38,289,000	86,964,142	58,972,299	2,272	1,540	2,550
1981	37,897,000 ²	92,009,000 ²	55,594,562	2,441	1,475	2,441

¹ Constant dollars in 1975 prices.

² Preliminary.

Source: National Institute of Education

Court Upholds Eligibility Check, Limits Ban on Soft-Drink Sales

By Susan Walton

WASHINGTON—In a ruling handed down last week, Judge Thomas F. Hogan of the U. S. District Court for the District of Columbia upheld the Agriculture Department's rule requiring school systems to verify the eligibility of low-income pupils for free or reduced price lunches.

The same day, a three-judge panel of the U. S. Court of Appeals for the District of Columbia overturned a U.S.D.A. regulation that prohibited the sale of soft drinks anywhere on school premises until the end of the final meal period. But the two-to-one ruling upheld the ban on selling soft drinks in areas where they would compete directly with foods sold in federally subsidized feeding programs. The 1979 regulation also barred the sale of water ices, chewing gum, and certain candies during the same period; the ruling affected only soft drinks.

The eligibility rule, which requires schools to verify 3,000 or 3 percent of the applications for free or reduced-price meals, was challenged by four individuals, the school boards of New York City, Milwaukee, Cleveland, Detroit, and Pittsburgh, and the National Anti-Hunger Coalition. The case, *Sargent v. Block*, challenged the verification requirement on several counts.

Binding Interim Regulations

The central argument, however, was that Agriculture Secretary John R. Block violated several federal laws by issuing the binding interim regulations before completing a pilot study of their effectiveness. The plaintiffs also argued that the regulations would discourage participation in the program.

In his Nov. 15 ruling, U. S. District Judge Thomas F. Hogan wrote, "The court is unwilling to find that the Secretary erred by deciding he need not undertake a flexibility analysis." However, the ruling said,

"The court is concerned about the inhibiting effect which verification may have on participation in the program. To the extent that plaintiffs are harmed by the absence of a statutory mandate that a pilot study be completed prior to the commencement of verification, their complaint may more appropriately be directed at Congress."

Pilot Study by December

An attorney for the Food Research and Action Center, a Washington-based advocacy group that represented the plaintiffs, said he had not yet discussed the possibility of an appeal with the plaintiffs. The U.S.D.A. has indicated that a pilot study will be completed by December, and in view of that, the plaintiffs may decide that an appeal is not worthwhile.

The challenge to the U.S.D.A. ban on the sale of soft drinks in schools that participate in federal feeding programs was filed by the National Soft Drinks Association, a trade group representing manufacturers. The regulation was "arbitrary, capricious, and an abuse of discretion" because it singled out certain foods, the association claimed.

The central question in the case, *National Soft Drink Association v. Block*, was defined by the court as "the time and place issue."

The soft-drink association contended that the law did empower the Agriculture Secretary to restrict the sale of foods that competed with those sold in the federally subsidized programs.

"We have no trouble in finding that soda pop, if offered at the same time and place as programmed foods, would be in competition with those foods for both the child's coins and appetites," the opinion states.

But the part of the rule that barred the sale of soft drinks throughout the school until the end of the meal period, the court ruled, did exceed the statutory authority.

School Price Index and Major Component Subindexes Fiscal Years 1975-1983

Personnel Compensation

Fiscal year	Professional salaries	Non-professional wages and salaries	Fringe benefits	Total ¹
1975	100.0	100.0	100.0	100.0
1976	107.5	107.4	117.5	108.5
1977	113.2	113.6	136.8	115.8
1978	120.1	121.7	148.8	123.4
1979	128.4	130.7	163.8	134.6
1980	137.0	139.9	209.3	145.1
1981	152.1	154.6	243.2	162.2
1982	165.8	169.9	279.7	178.6

¹ Personnel compensation total index based on weighted average as follows: professional salaries, 72.9 percent; nonprofessional wages and salaries, 16.6 percent; fringe benefits, 10.6 percent.

² Contracted services, supplies, and equipment total index based on weighted average as follows: services, 27.15 percent; supplies and materials, 34.79 percent; equipment replacement, 3.38 percent; books, periodicals, and audiovisual, 9.13 percent; utilities, 13.51 percent; fixed costs, 15.06 percent.

³ School Price Index based on weighted average as follows: personnel compensation, 78.75 percent; contracted services, supplies, and equipment, 20.25 percent.

Contracted Services, Supplies and Equipment

Fiscal year	Services	Supplies and materials	Equipment replacement	Library materials and text-books	Utilities	Fixed costs	Total ²	School Price Index ³	Annual % increase over previous year
1975	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
1976	108.9	107.8	108.6	112.6	111.1	112.8	109.1	108.6	8.6
1977	113.8	112.3	115.9	116.4	123.3	127.5	117.0	116.0	6.8
1978	121.4	119.4	124.3	123.7	134.7	142.4	125.9	123.9	6.8
1979	127.9	130.8	134.5	131.5	156.4	159.9	136.0	135.3	9.2
1980	136.5	148.1	148.1	137.8	203.9	178.6	157.0	147.5	9.0
1981	153.3	165.2	163.8	147.8	258.3	200.3	178.7	165.5	12.2
1982	169.2	175.2	177.7	160.1	284.6	218.0	194.0	181.7	9.8

Education Department To Cite Outstanding Private Schools

By Thomas Toch

WASHINGTON—Secretary of Education Terrel H. Bell last week announced a \$370,000 grant to support a search for 50 exemplary private secondary schools.

The noncompetitive award was made to the Council for American Private Education (CAPE), an organization representing 15 private-school groups, as part of the Secretary's effort to recognize leading schools. The effort was initiated last year with a \$270,000 program that led to the identification of 152 "outstanding" public secondary schools and a White House ceremony this fall in their honor.

The public-school program will be expanded this year, at a cost of \$450,000, Secretary Bell also said last week.

Robert L. Smith, CAPE's executive director, said his organization will soon send letters to the some 7,000 schools eligible for consideration under the Exemplary Private School Recognition Project.

"This is not a project to identify 'the best schools,'" Mr. Smith said,

"Rather, we're trying to show the country that good education takes place in a variety of settings. I don't expect that only the Exeters (Phillips Exeter Academy in Massachusetts) will win this."

In order to be considered for the competition, a school must have students enrolled in grades 10 through 12, it must have been in operation since 1978, and it must be nonprofit and not involved in any court proceedings with the Internal Revenue Service regarding its tax-exempt status.

Development of Whole Student

Mr. Smith said "each school's emphasis on the development of the whole student—moral, ethical, and social development—will be given significant consideration" in the competition.

He said CAPE will ask the principal of participating schools to submit an application that will be screened by a panel of 14 representatives from CAPE's member groups. Teams of two panel members will make one-day visits to about 125 selected schools. The 50 winners will

be announced next spring.

Mr. Smith said the federal grant will enable CAPE to transport evaluators to and from schools and meetings and to pay them honorariums of \$100 for each day's work.

Schools in the public secondary-school recognition program will be nominated by chief state school officers; nominations will be due to the Education Department by Feb. 13, 1984.

The purpose of the program, Secretary Bell said last week, "is to call attention to schools that are outstandingly successful in meeting the needs of all their students."

The department will convene two, 18-member panels in Washington to review the nominated schools and conduct two-day visits to an as yet undetermined number of schools, that will be chosen according to their demographic characteristics; 14 "attributes of success," including "clear academic goals" and "rewards and incentives for teachers," their "progress," and seven "indicators of success," including student performance on standardized tests and student drop-out rates.

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